

## **Highweek Area, Newton Abbot - Experimental Traffic Regulation Order**

Report of the Head of Planning, Transportation and Environment

***Please note that the following recommendations are subject to consideration and determination by the Committee before taking effect.***

**Recommendation: It is recommended that:**

- (a) the committee approves the introduction of the Experimental Traffic Regulation Order detailed within this report to reduce traffic through Highweek;**
- (b) officers be authorised to vary the Experimental Traffic Regulation Order as required in consultation with the Local Members and Chairman and in line with the statutory process.**

### **1. Summary**

This report details a proposed Experimental Traffic Regulation Order (ETRO) in Highweek, Newton Abbot to introduce restrictions to address traffic concerns raised by the Highweek Residents Association.

It is proposed to make an Experimental TRO so that the impact of the restrictions can be monitored and, if necessary, minor changes can be made or proposals removed before making a decision on whether to make the changes permanent.

### **2. Background/Introduction**

Newton Abbot is undergoing significant growth, with the adopted Teignbridge Local Plan (2013-2033) outlining proposals for around 6,000 new homes in the Heart of Teignbridge area (Newton Abbot, Kingsteignton and Kingskerswell) during this period. The Local Plan also sets out identified highway infrastructure improvements which are necessary to facilitate the delivery of the development set out in the Local Plan. In particular, this includes the A382 Corridor Improvement Scheme and the A382-A383 Connection.

The village of Highweek in Newton Abbot suffers from the impact of through traffic on its narrow streets. There are concerns over volumes of traffic increasing due to nearby development, and also driver speed and behaviour, such as ignoring give way markings. There are many road sections which are narrow where vehicles are unable to pass due to parked cars, which limits the capacity of the Highweek road network.

Congestion at Dyrons and Churchill's Roundabouts results in some traffic between the A382/A38 North and Newton Abbot taking an alternative route through Highweek using Ringslade Road and Pitt Hill Road, and traffic (including HGVs) between the A382/A38 North and new housing to the west of Newton Abbot (Mile End, Hele Park) taking a route using Mile End Road and Ringslade Road. Traffic count data has been collected by Devon County Council (DCC) on Ringslade Road and Whitehill Road which suggests that the highest traffic flows are experienced between 17:00 and 18:00 on weekdays. Table 1 gives a summary of these results.

Date	Ringslade Road Northbound	Ringslade Road Southbound	Whitehill Road Southbound
March 2014	40	208	45
October 2015	61	339	163
March 2017	60	212	<i>Not surveyed</i>

**Table 1 – Traffic flows between 17:00 and 18:00**

Phase 1 of the A382 Corridor Scheme is expected to relieve congestion at Churchill's Roundabout through the introduction of the Jetty Marsh Phase II link road, and therefore reduce the traffic travelling through Highweek. This scheme has been granted planning permission and has funding secured through CIL and the Heart of the South West Local Enterprise Partnership (LEP). There are concerns that during the works the volume of traffic through Highweek will increase. It is intended that two-way traffic will be maintained on the A382 as far as possible during the works. Traffic will not be formally diverted through Highweek. The impact of shuttle signals was assessed in the A382 Corridor Scheme Transport Assessment which suggests there would be no significant impact on Highweek. It is however possible that some local traffic may favour the route through Highweek due to general disruption on the A382.

The A382-A383 Connection is expected to significantly reduce traffic flows through Highweek by providing an alternative route for traffic between new housing to the west of Newton Abbot and the A382/A38 North. A planning application is due to be submitted by DCC in summer 2017. Funding has been provisionally secured from the LEP and is also expected from Houghton Barton Section 106 contributions. Works are expected to start on the northern end of the scheme in 2020 following on from the A382 Phase 1 scheme. Timings for completion of the scheme are dependent on the build out of the Houghton Barton development.

As the A382-A383 Connection will not be completed before the A382 Phase 1 works commence, and current developments in the area will be finished before the A382-A383 Connection is completed, an interim solution has been proposed for Highweek.

A meeting was held on 10 November 2015 to discuss the issues through Highweek and to identify options to enable Highweek as a community to continue to function. This meeting was attended by Councillors, Devon County Council officers, Teignbridge District Council Officers and representatives from the Highweek Resident's Association. This report proposes to implement the measures identified at this meeting as an Experimental Traffic Regulation Order.

### **3. Proposal**

The measures being proposed are:

1. Closure of Whitehill Road at the northern end
2. Restricted access for vehicles over 7.5 tonnes on Ringslade Road
3. Pitt Hill Road to be one way northbound from Stoneleigh Close

A summary of these measures is shown in Appendix A.

#### **1. Closure of Whitehill Road**

Whitehill Road is currently one way in the southbound direction, with a banned right turn from the A382 North. The principal of closing the road completely at the northern end has been approved as part of the A382 Corridor Scheme. This report proposes early closure of

Whitehill Road by the introduction of a kerb and hazard markers at the junction of Whitehill Road with the A382. A detailed drawing of the proposal is included in Appendix B.

It is considered that closing Whitehill Road will reduce the volume of traffic through Highweek Village. In 2015, 163 vehicles used Whitehill Road between 17:00 and 18:00. Although some of this traffic may use the alternative route via Ringslade Road, the overall result is considered to be a reduction in traffic through Highweek.

As part of the closure, the no right turn into Whitehill Road and the one way at the eastern end of Whitehill Road will be revoked.

## 2. Restricted access for vehicles over 7.5 tonnes on Ringslade Road

Due to the narrow road widths through Highweek it is proposed to restrict access for vehicles over 7.5 tonnes on Ringslade Road. This will prevent such vehicles from leaving the A382 and travelling through Highweek where they may get stuck and be unable to manoeuvre without causing damage to property. A detailed drawing of the proposal is included in Appendix B.

## 3. Pitt Hill Road to be one way northbound from Stoneleigh Close

As the traffic flows in **Error! Reference source not found.** show, the dominant traffic movement in the PM peak is traffic travelling southbound on Ringslade Road. Observations at the junction of Highweek Village, Ringslade Road and Pitt Hill Road suggest that a large proportion of this traffic continues from Ringslade Road to Pitt Hill Road and out to the A383 to avoid congestion at Churchill's Roundabout. The section of Pitt Hill Road from Stoneleigh Close to Highweek Village is very narrow and has no footway for approximately 30 metres.

The proposal to make this section of Pitt Hill Road one way northbound is intended to act as a deterrent to traffic travelling southbound and improve safety. Although some traffic may use the alternative route along Coombeshead Road, it is considered that there would be an overall reduction in traffic through Highweek. The traffic travelling through Highweek would be required to negotiate the narrow section of Highweek Village, which would act as a natural traffic calming measure, capacity constraint and deterrent. A detailed drawing of the proposal is included in Appendix B.

## Experimental Traffic Regulation Order

The effectiveness of the measures is difficult to fully quantify, and as such an Experimental Traffic Regulation Order is considered appropriate to respond to the concerns raised by residents and Councillors. This provides the benefit of being able to monitor the impacts against the aims of the scheme and if necessary make minor modifications or remove proposals before a final decision on the permanent Traffic Regulation Order is made.

## Timescales

The current programme is to implement the measures in September 2017 and the ETRO can run up to March 2019. However, a decision will need to be made prior to this end date.

## 4. **Consultations/Representations/Technical Data**

Teignbridge District Councillors Bullivant, Hocking and Brodie have conducted external consultation with residents and the Highweek Residents Association regarding the proposals and the need for action to be taken. They report general support from residents and themselves for the introduction of these measures on an experimental basis.

During consultation activities for the NA1 Houghton Barton Development Framework Plan, the proposals outlined in this report for traffic management through Highweek were also presented to the public to seek their views. This included a 6 week consultation period from 27 February to 10 April 2017, with the plans displayed on the Teignbridge District Council website. There was also a public exhibition event held at Highweek Village Hall on 16 March 2017 which was attended by around 150 members of the public.

Representations were made verbally to officers in attendance at the public exhibition event and a small number via email following the event. People commented on the proposed traffic management for Highweek and were appreciative that something was planned to address the current problems in the area. There was overwhelming support for the first two measures: closure of Whitehill Road and restricted access for vehicles over 7.5t on Ringslade Road. The third measure also received comments of support, however some concerns were raised. The key concerns are summarised below.

- How will refuse vehicles access Pitt Hill Road?
- This will encourage more traffic through Highweek Village and Coombeshead Road which are already busy and dangerous.
- The left turn from Coombeshead Road to Pitt Hill Road is very tight and more traffic will be required to make this turn.
- This will free up speeding motorists going up the hill on Pitt Hill Road.
- The one way section should be southbound not northbound.
- This will not discourage traffic from travelling through Highweek.
- This is just going to move the problem elsewhere.
- No consultation undertaken with residents.
- Different measures are needed (speed humps, 20mph limit, other options for making other roads in Highweek one-way, north facing slip roads on A38/A383 junction)

Following the consultation, views were sought from the Refuse Operations Coordinator, Cleansing and Market Services, Teignbridge District Council and the Road Casualty Reduction Officer, Devon and Cornwall Police.

The Refuse Operations Coordinator confirmed that refuse vehicles do not use this section of Pitt Hill Road on their routes, nor would they be affected by the closure of Whitehill Road. Refuse routes do use Ringslade Road however the written order for the restriction will include an exemption for refuse vehicles. Refuse vehicles access Pitt Hill Road by making the left turn from Coombeshead Road to Pitt Hill Road and have no reports of being unable to make the turn.

Devon and Cornwall Constabulary's Road Casualty Reduction Officer commented that the weight restriction on Ringslade Road was a very positive move. They were concerned that there might be breaches of the one way direction at Pitt Hill Road by residents of Stoneleigh Close as this would be the shortest route home, however provided that residents of Stoneleigh Close have been consulted, and given that this is an experimental order, this measure makes perfect sense.

As the proposal is for an Experimental Traffic Order, if severe adverse effects are experienced following implementation the measure would be reverted back to its current state.

## **5. Financial Considerations**

The estimated cost to implement the scheme is £25,000. This is proposed to be funded from LTP.

## 6. Environmental Impact Considerations

Reducing traffic and HGV vehicles through Highweek will have a positive environmental impact in some areas and negative impacts in others, likely resulting in an overall neutral impact.

The main aim of the scheme is to create a better social environment for Highweek as a whole.

## 7. Equality Considerations

No new policies are being recommended in this report and therefore an individual Equality Impact and Needs Assessment for the scheme is not considered necessary.

## 8. Legal Considerations

There is a legal requirement for the Highway Authority to give due consideration to the Road Traffic Regulation Act 1984, Traffic Management Act 2004, The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 and all other enabling powers.

It is the duty of the local authority in exercise of its functions under the Road Traffic Regulation Act 1984 to secure the expeditious, convenient and safe movement of vehicular and other traffic and the provision of suitable and adequate parking facilities having regard, so far as it is practicable, to the following factors:

(a) the desirability of securing and maintaining reasonable access to premises;

**Officer recommendation:** It is considered that the proposals will reduce traffic flows in the Highweek Area, improving the area for local residents. It is considered that access to premises is reasonable. However, this will be monitored as part of the scheme and any comments received will be considered before a final decision is made on whether to make the restrictions permanent.

(b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run.

**Officer recommendation:** It is considered that the proposals will reduce traffic flows in the Highweek Area improving the area for local residents. Access for Heavy Commercial Vehicles will be restricted and it is considered that this will ensure they use more appropriate routes to access their final destination in the large majority of cases. However, this will be monitored as part of the scheme and any comments received will be considered before a final decision is made on whether to make the restrictions permanent.

(c) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy).

**Officer recommendation:** Not relevant to this proposal.

(d) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles.

**Officer recommendation:** Not relevant to this proposal as public service vehicles do not use Pitt Hill Road or Whitehill Road.

(e) any other matters appearing to the local authority to be relevant.

**Officer recommendation:** other relevant matters for consideration are outlined in the body of this report.

## **9. Risk Management Considerations**

There is a risk that traffic in the Highweek area may increase as traffic finds alternatives routes. However this will be monitored and if necessary minor modifications could be made.

## **10. Public Health Impact**

There is not considered to be any public health impact.

## **11. Options/Alternatives**

The County Council will continue to progress the longer term major schemes on the A382 and the A382/A383 Connection.

A number of alternatives were discussed and dismissed at the meeting in November 2015.

Speed humps and speed limit restrictions are not considered to be effective in addressing the concerns of the residents.

Due to the timing of this scheme and the longer term schemes, the delays which would be incurred by investigating alternative options would likely result in no scheme being implemented.

## **12. Reason for Recommendations**

The County Council is responding to concerns raised by residents and local councillors and their requests for interim measures in advance of the longer term major scheme solutions being completed. There is no easy answer to the traffic problems in Highweek. There is a longer term plan however it is recognised that there are existing problems and these could get worse when the construction of the A382 improvements starts. This scheme will test the effectiveness of the measures which have been subject to consultation. This provides the benefit of being able to monitor the impacts against the aims of the scheme and if necessary make minor modifications or remove proposals before a final decision is made.

Dave Black  
Head of Planning, Transportation and Environment

## **Electoral Divisions: Bovey Rural and Newton Abbot North**

Local Government Act 1972: List of Background Papers

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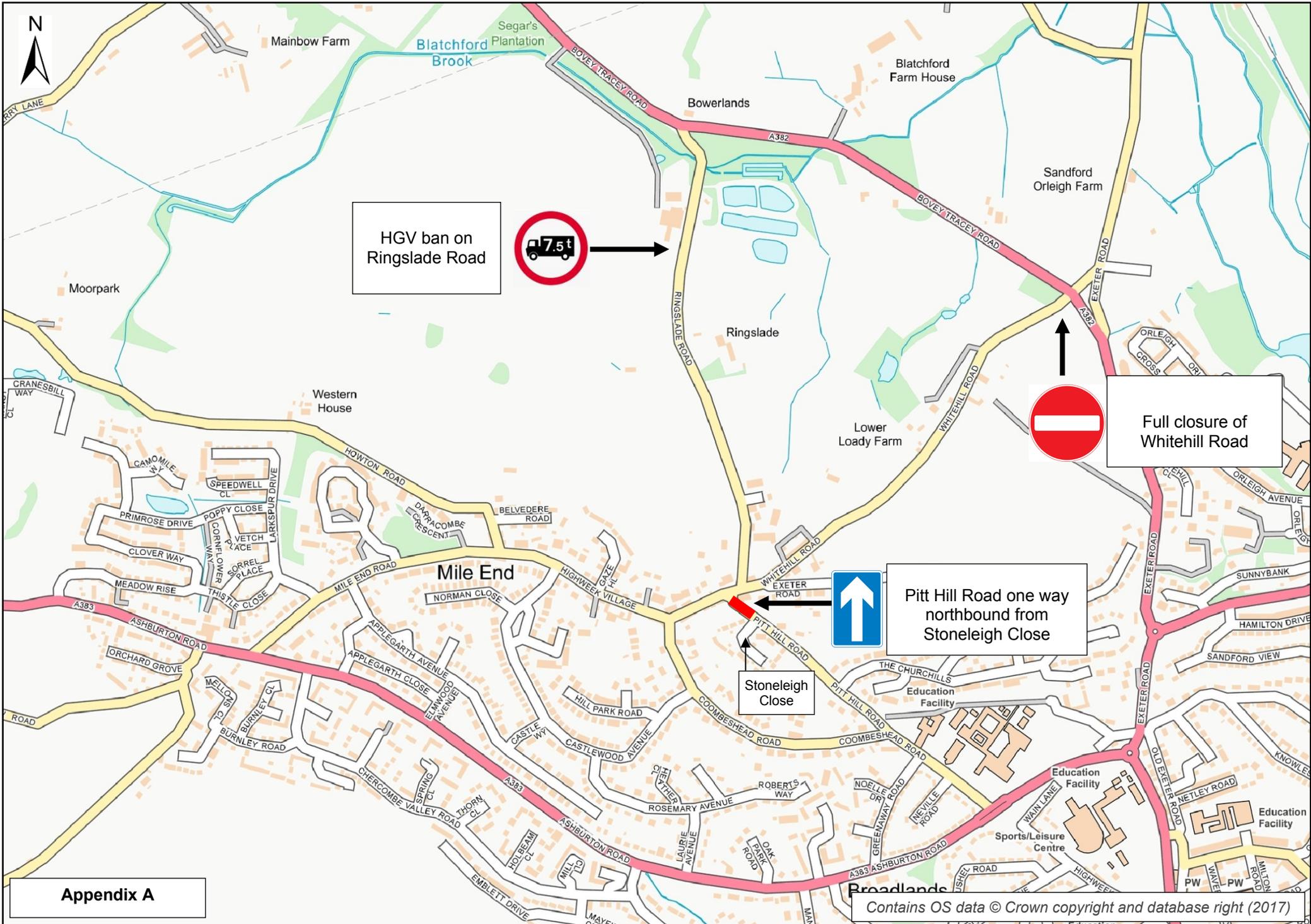
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Background Paper	Date	File Ref.
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None

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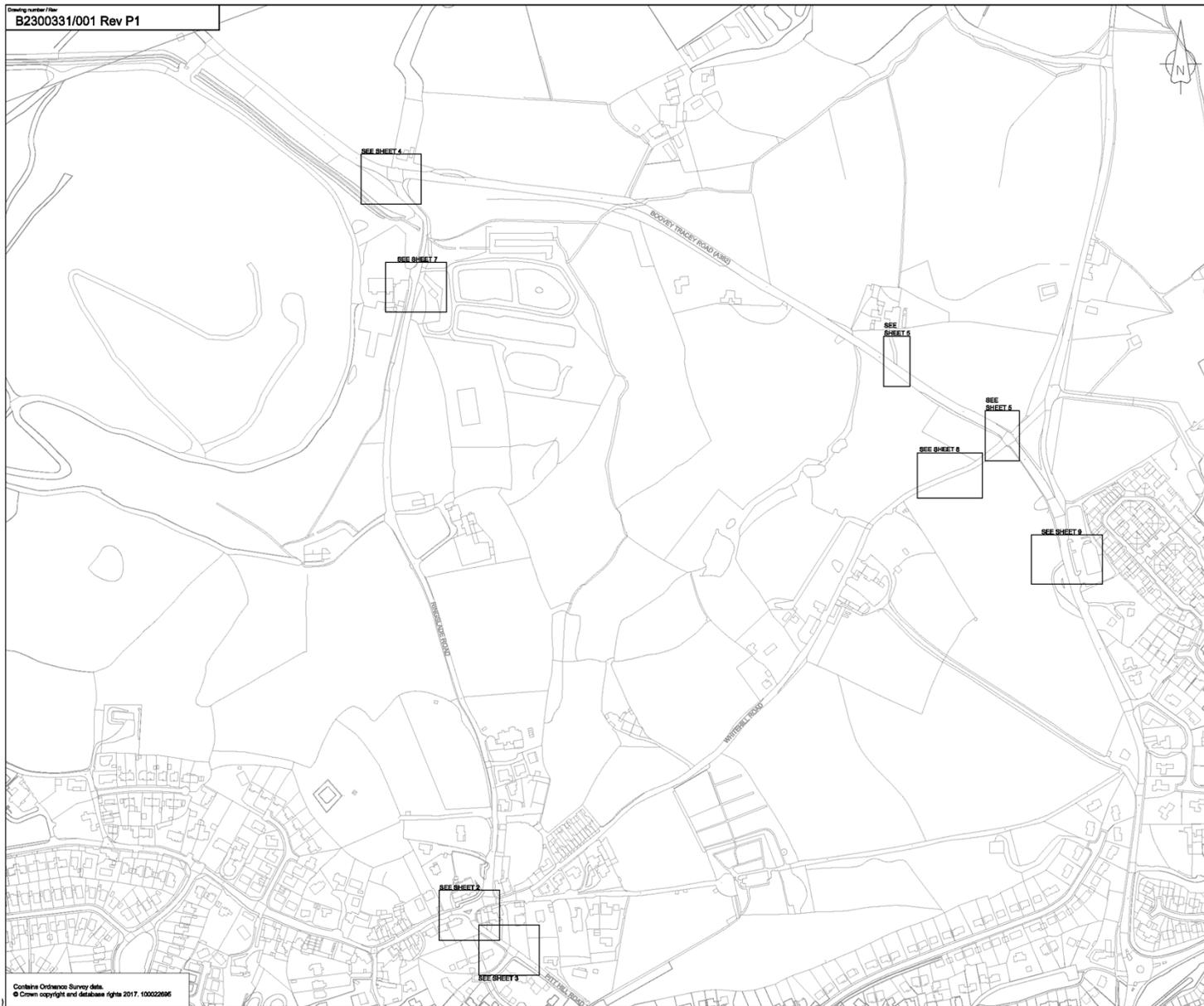
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Appendix A

# Appendix B To PTE/17/44

Drawing number / Rev  
**B2300331/001 Rev P1**



**NOTES**  
 1. ALL DIMENSIONS SHOWN ARE IN METRES UNLESS OTHERWISE STATED.  
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PI	04/01/17	REVISION/UPDATE	PI	AM	PC	PI
PO	15/06/17	PRELIMINARY	PI	AM	DR	DR
Rev	Rev. Date	Purpose of revision	Drawn	Checked	Rev'd	Approved



**Project**  
HIGHWEEK AREA  
EXPERIMENTAL  
TRAFFIC ORDER

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PROPOSED SIGN LAYOUT  
SHEET 1 OF 9

**Drawing status**  
PRELIMINARY

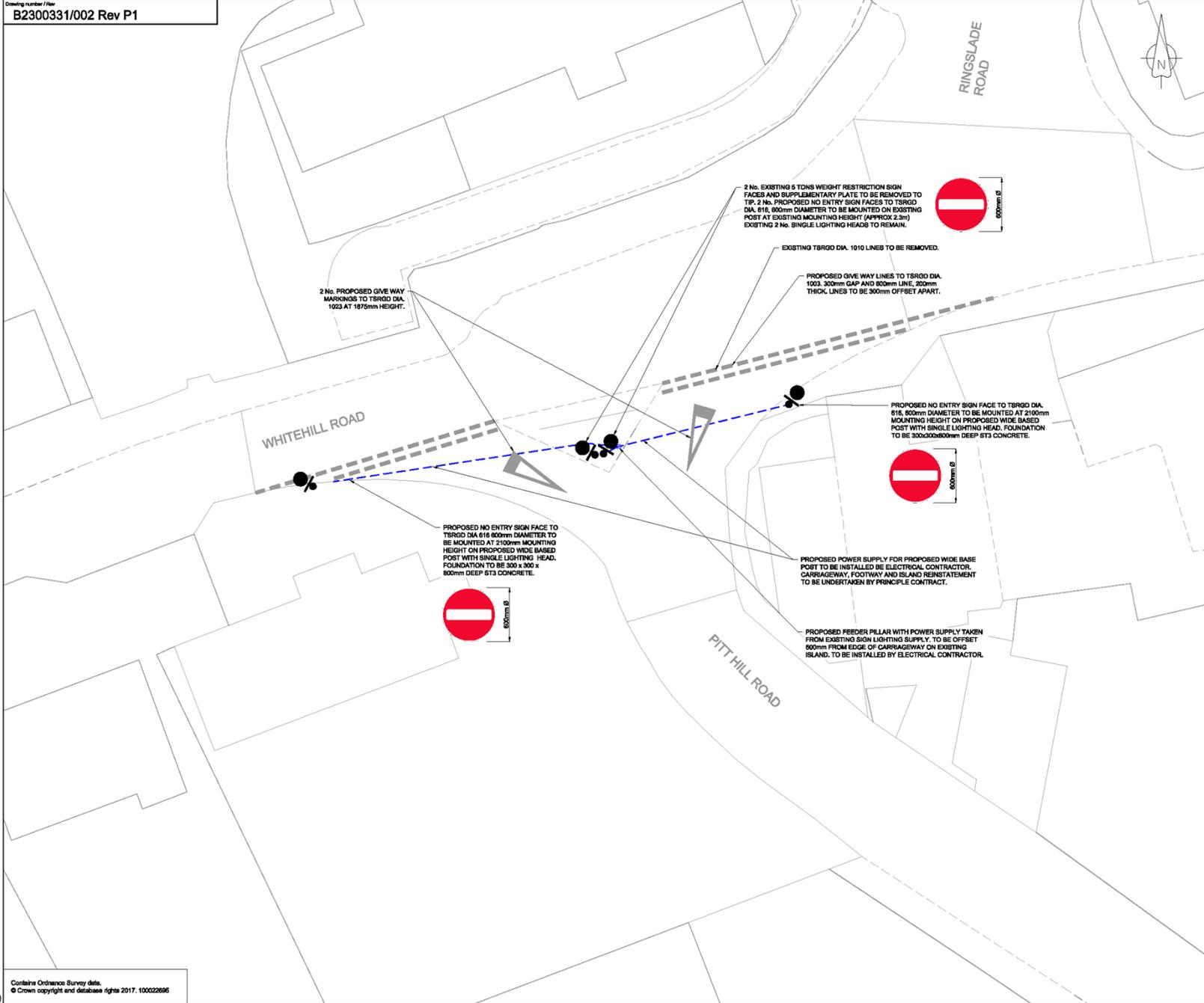
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Rev	Date	Purpose of revision	Drawn	Created	Issued	Approved
P1	06/07/17	REVIEW UPDATE	PH	AM	PC	PC
P0	10/09/17	PRELIMINARY	PH	AM	DK	DK

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Project: **HIGHWEEK AREA  
 EXPERIMENTAL  
 TRAFFIC ORDER**

Drawing title: **PROPOSED SIGN LAYOUT  
 SHEET 2 OF 9**

Drawing status: **PRELIMINARY**

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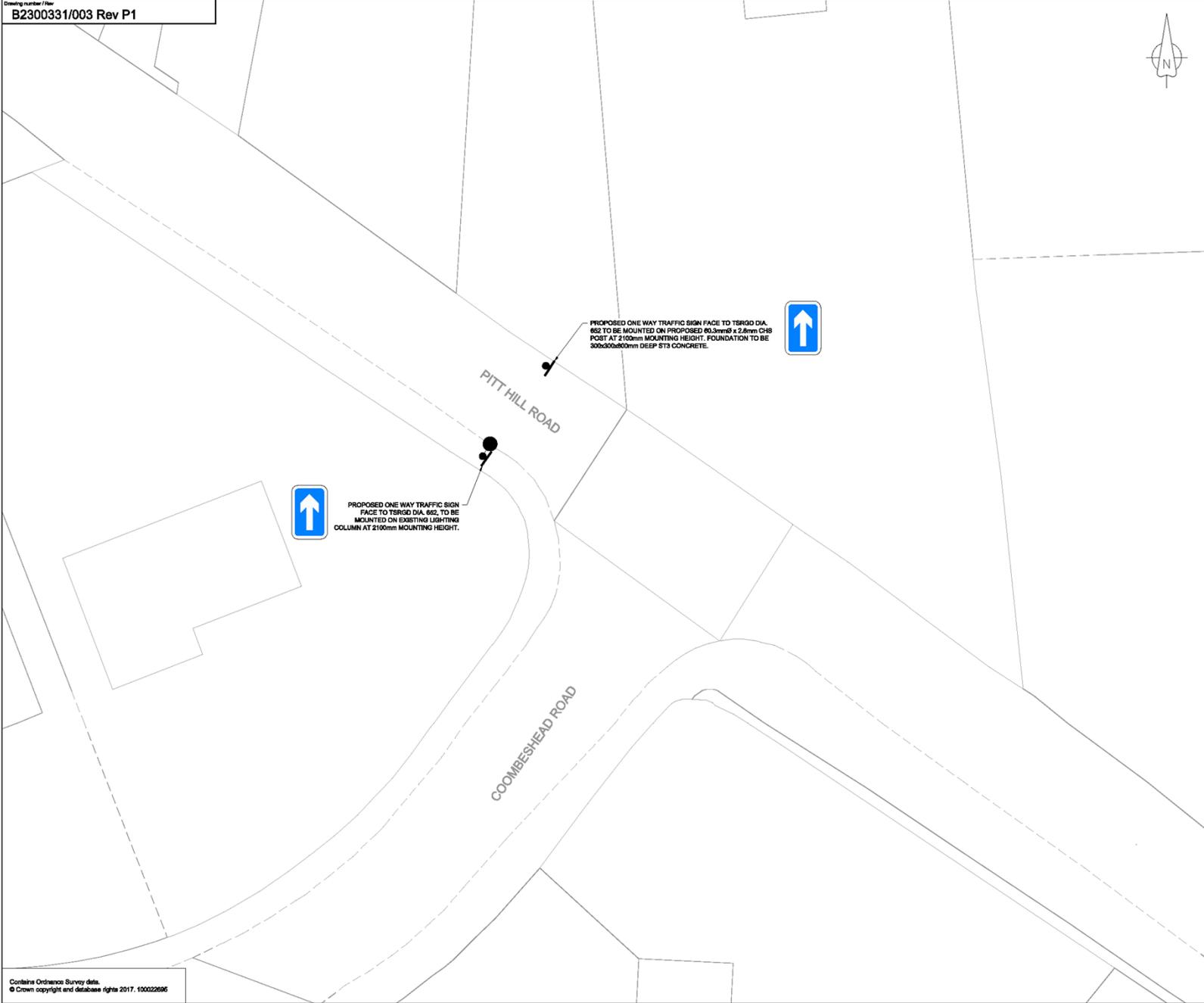
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Rev: **P1**

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PC	14/09/17	PRELIMINARY	PI	AM	DR	DR
Rev	Rev. Date	Purpose of revision	Drawn	Checked	Revised	Approved



**Project**  
 HIGHWEEK AREA  
 EXPERIMENTAL  
 TRAFFIC ORDER

**Drawing title**  
 PROPOSED SIGN LAYOUT  
 SHEET 3 OF 9

**Drawing status**  
 PRELIMINARY

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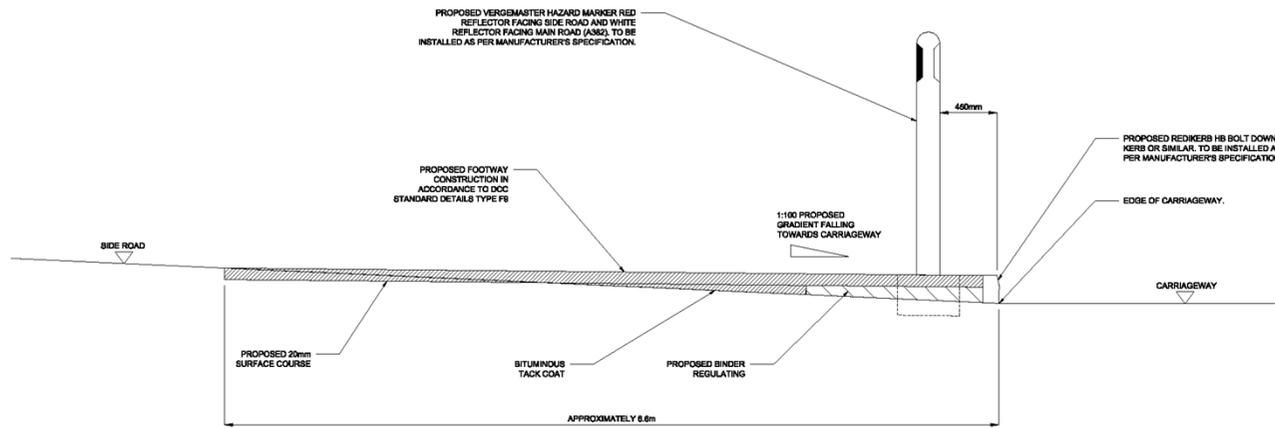
**Rev**  
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**B2300331/006 Rev P1**



**CROSS SECTION A-A DETAIL**

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PO	16/06/17	PRELIMINARY	PH	JM	DR	DR
Rev	Rev. Date	Purpose of revision	Drawn	Checked	Rev'd	Approved

Client:

Project:  
**HIGHWEEK AREA  
 EXPERIMENTAL  
 TRAFFIC ORDER**

Drawing title:  
**PROPOSED SIGN LAYOUT  
 CROSS SECTION DETAIL  
 SHEET 6 OF 9**

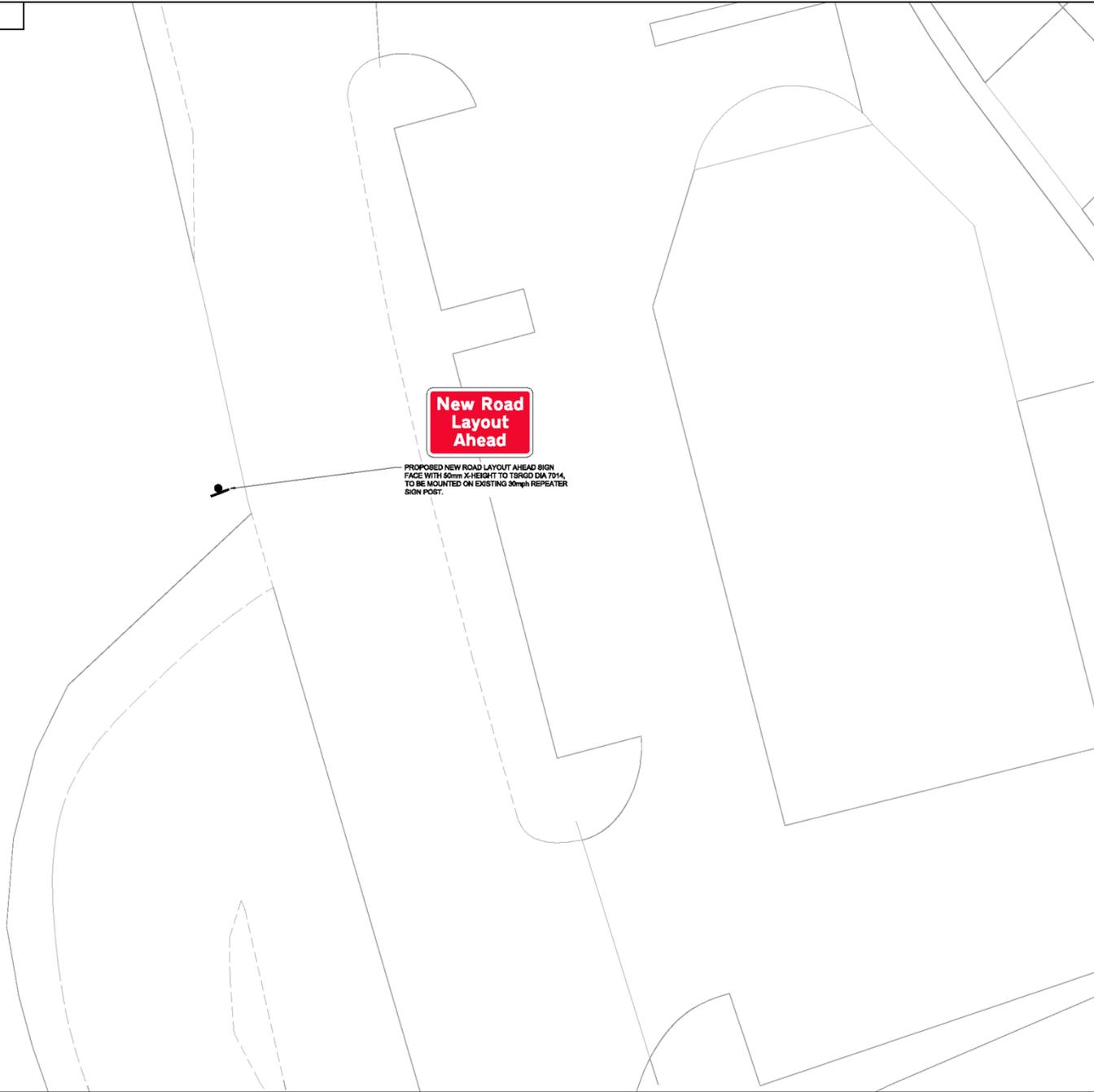
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**PRELIMINARY**

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Drawing number:	B2300331/006	Rev. P1

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Rev	Rev. Date	Purpose of revision	Drawn	Checked	Rev'd	Approved

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Project  
**HIGHWEEK AREA  
 EXPERIMENTAL  
 TRAFFIC ORDER**

Drawing title  
**PROPOSED SIGN LAYOUT  
 CROSS SECTION DETAIL  
 SHEET 9 OF 9**

Drawing status  
**PRELIMINARY**

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Project No.  
 B2300331

Drawing number  
**B2300331/009** Rev  
**P0**